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ABSTRACT

A model for correctional education in Maryland is presented along with a suggested functional administrative structure to effectively deliver the model, standards for evaluating the model and delivery system, and outline of a plan of action for implementation. An introductory section presents background and need for development of a model for Maryland. Section 2 describes each model component: System's goals and objectives, population needs analysis, job market analysis, job performance analysis, classification and assignment function, education promotion, student recruitment, guidance and counseling service, reward system, program planning, curriculum development, resources and ancillary services, instruction, job placement and followthrough and followup, evaluation, and strategic and tactical planning. Section 3 lists and discusses objectives to guide administration of the program and discusses administrative structure and financing and resources. Section 4 presents eight standards to be used as evaluative criteria for assuring proper delivery of model components and discusses application of the standards. The final section outlines procedures for implementation including legislative action. (HD)

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THE MARYLAND MODEL

Final Report of
a Project to Develop
an Educational Plan for the
Maryland Division of Correction

by
Charles M. Whitson

U S DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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FOREWORD

In keeping with the thrust of the national Center for Vocational Education towards the improvement of education in corrections, a proposal was submitted to the Maryland State Department of Education, Division of Vocational Technical Education to develop a plan to improve the quality and quantity of educational services in the Maryland Division of Correction.

This report is the result of four months of work on the part of the Center staff and members of the Maryland Division of Correction, the Maryland State Department of Education and the Maryland State Board for Community Colleges. Special appreciation is extended to Bob Taholski of the Maryland Vocational Association for his invaluable contribution of time and energy to the development of the project.

The following Center staff are recognized for their contributions to this project: Bruce Reinhart, Associate Director, Personnel Development Division; Charles Whitson, Project Director; Pat Cronin, Specialist; Dan Koble, Specialist; and Roseann Pavlick, Secretary.

Robert E. Taylor
Director
The Center for Vocational Education

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SECTION I
BACKGROUND

Introduction

The National Advisory Commission on Criminal Justice Standards and Goals stated in Standard 11.4

> Each institution for juveniles or adults should re-examine immediately its educational and vocational training programs to insure that they meet standards that will individualize education and training. These programs should be geared directly to the reintegration of the offender into the community.[1]

The State of Maryland has often examined the educational program in the Maryland Division of Correction (MDOC). Prisons generally, including those in Maryland, have conducted educational programs for many years. The first congress of the American Correctional Association held in Cincinnati in 1870 issued in its "Declaration of Principles"[2] a call for universal education as part of treatment programs for inmates. Even with this call and the general acceptance of education as part of rehabilitation efforts since, no great commitment has existed nationwide to insure the quality and quantity for this effort.

Two reasons seem to stand out for this lack of commitment on the part of correctional administrators to education. The first is that historically the movement which we know as modern corrections began when the medical model began to emerge. This model suggested that crime is a disease which needs treatment, and thus the treaters, psychiatrists, psychologists, social workers, etc. moved into the prisons in larger numbers and faster than did the less aggressive educators.

Once programs of treatment and social work were firmly entrenched in the prison systems, little room, both physically and financially, was left for educational activities. Educators still had a nation full of school-aged children to focus their attention upon and did not agressively seek to expand their clientele.

The second reason was slower to emerge and only recently is being examined critically. That is the fact that proof does not exist to indicate whether or not education provides any significant contribution to the rehabilitation of an offender.

Some studies have recently been completed that do indicate some positive results for education. Martinson, labled as one of the severest critics of treatment programs stated:

> There is evidence that vocationally oriented training programs for youthful offenders both in institutions and in the community are associated with lower rates of recidivism than standard institutional care or standard parole. These vocational programs appear to be most successful when they provide the offender with a readily marketable skill. The evidence indicates that standard institutional education is associated with parole success.[3]

He also reports that educational programs that use innovative teaching techniques and are geared to meet the special needs of offenders "seem to be more successful, especially when combined with vocational training."[4]

Vocational follow-up studies also indicate that those who complete vocational education programs, often closely coupled with general education, also return with lesser frequency.[5]

Thus, it may be said that as more and more evidence is found to indicate positive effects of education and vocational training, higher levels of commitment will likewise be reached.

The Status of Maryland

Although, as previously stated, Maryland has often examined its educational offerings in the institutions of the state, the time has now come to examine the structure and framework through which education is delivered. The MDOC, like many other states, places education in the budget amongst other treatment programs. Supervision and overall administration is placed in the Division's organizational structure as part of the total treatment offering to inmates. The level of effort reflected in the budget has slightly decreased over the past two fiscal years.

In a system like Maryland, where each institution is operated with as much local autonomy as possible, the control and guidance of the educational function is often not in the hands of the professional educator, but is performed by those who have other priorities. This often results in education being delivered of less quality than optimally desired.

The structure of education and the resultant delivery of educational services needs that "re-examination" and analysis to determine a more effective way to deliver a high quality and quantity of education programs.

Another strong rationale for re-examination has been provided by the passage in Maryland of House Bill 973. (Reprinted in the Appendix.)

This new law has some strong implications for positive change. There will be created a council that places correctional education under the constant examination of top level state agency administrators. Reports will be required to the State Assembly. The responsibility for the educational budget will be placed with the Maryland State Department of Education (MSDE). The administrator of the education program will work more closely with correctional administrators, and funds appropriated for education will be required to be used for education.

The need for change has been recognized. The climate for change is excellent. The time is appropriate. The change has begun.

The Planning Project

The Center for Vocational Education, The Ohio State University, undertook this project to develop a plan for the improvement of the educational and occupational preparation of criminal offenders within the MDOC.

To achieve this goal, the following specific objectives were proposed:

--Determine the current status of education within the Maryland Division of Correction.

--Identify and describe needed support services and determine their availability.

--Design a model administrative structure for education in the Division of Correction.

--Develop a plan of action consisting of recommendations to implement the model structure.

To determine the current status, project staff visited the Maryland House of Correction, the Correctional Institution for Women, the Camp Center, the Maryland Penitentiary, the Diagnostic and Reception Center, the Correctional Institution at Hagerstown. Interviews were conducted with wardens, superintendents, educational supervisors, teachers, and some inmates. Further interviews were held with the Deputy Secretary for Correctional Services, the Commissioner of Correction, the director of State Use Industries and the central office education staff.

It was not the intent of this project to perform another "study" of the education program since numerous studies have recently been conducted. The reports of these studies were obtained and examined to provide input to the developmental portion of this effort. (For a list of documents examined, see footnote 6.)

Further research was necessary to develop a description of needed support services. Dr. Ralph Bregman of the National Advisory Council on Vocational Technical Education had reported a study of California Institutions conducted while at UCLA. The report contained the outline of a model that proved useful and applicable to Maryland.[7] The model was modified to fit conditions in Maryland Corrections and is presented in this report.

Once the model was developed, a description of an administrative structure capable of delivering the model was designed. Standards by which to predict an evaluative outcome of the delivery mechanism were developed from a study conducted in Oregon.[8] The discussion of the administration and delivery are presented in this report along with the application of the standards as a context evaluation.

This report concludes with recommendations and a description of the scope of work necessary to implement the model.

SECTION II
THE CORRECTIONAL EDUCATION MODEL

This section describes the components of a system or model for correctional education. The model is characterized by this series of components which will provide a firmer base for rehabilitative efforts through education for inmates who have an interest in and need for educational development - both academic and vocational.

The model has the following components:

(A) system's goals and objectives

(B) population needs analysis

(C) job market analysis

(D) job performance analysis

(E) classification and assignment function

(F) education promotion

(G) student recruitment

(H) guidance and counseling service

(I) reward system

(J) program planning

(K) curriculum development, resources, and ancillary services

(L) instruction

(M) job placement, follow-through, and follow-up

(N) evaluation, and

(O) strategic and tactical planning

A brief description with a listing of some salient characteristics for each component of the proposed model follow.

A. System's Goals and Objectives

The purpose of goals is to delimit within institutional and resource constraints the scope of activities of the system. For example, a goal statement might reflect the Division's intention to educate and train students for highly skilled jobs.

Objectives are more precise than goals in that they specify the number of clients, time, and conditions by which a goal will be achieved. To complete the above example, the Division might objectify the goal by stipulating that "300 students will be educated and trained within two years through community college vocational programs for specified skilled jobs which are available to them upon release."

The properties of goals and objectives for the model are--

- Goals should be established for the model.
- The goals and objectives are related to, and consistent with, the overall goals of the correctional system.
- Objectives should be installed for each component of the model.
- Objectives specify the opportunities afforded by, and outcomes of, all education and training programs regardless of settings or delivery.
- Objectives are organized and sequenced in accordance with clearly formulated priorities.
- Objectives are attainable.

B. Population Needs Analysis

This component furnishes extensive, current, and useable information about the educational deficits and interests of the

population seeking or needing academic or vocational education.

The features of this component are--

- The information is both general to the inmate population and specific to the individual.
- The information profiles the individual's needs, interests, and aptitudes. This profile is for use in the classification and counseling processes.
- A variety of techniques are employed for analysis purposes, e.g., California Occupational Preference System, Ohio Vocational Inventory, or Minnesota Vocational Inventory, to assist in preparing the vocational part of the profile.
- A variety of services are used for analysis purposes, e.g., Vocational Rehabilitation conducts work sample assessments and work evaluations.

C. Job Market Analysis

The mission for this function is to have information readily available on existing, new, and emerging occupations which are or will be available to parolees or releasees.

The distinctive features of this component are--

- Job market information helps in the formulation of strategic planning objectives.
- Job market information affects job placement efforts.
- Information gathering should make use of current activities by other agencies.

- Job market information is both specific and general (e.g., transmission mechanics within the field of mechanics).
- The specific jobs are organized by job clusters or job families.
- Job market information is described in terms of levels of skill and education requirements.
- Job market information is organized and maintained in such a way that it is available to clients, inmates, teachers, job placement coordinators, to name a few. The information is centralized with the counseling and guidance service.
- The restrictions associated with the hiring of offenders are indicated for each job.
- Names and addresses of potential employers are indicated to the extent possible.
- Projections of job opportunities or openings are made for immediate and two- to five-year cycles on a continual basis.

D. Job Performance Analysis

This function represents the task of establishing job-educational specifications for the vocational instruction program. These specifications include the identification of the skills, attitudes, and knowledges required to achieve the objectives of instruction.

The characteristics of this component are--

- Job performance specifications are obtained through task analysis.
- Advice regarding specifications are provided by trade advisory committees.
- Job performance analyses are performed not only on the job opportunities identified through the analysis of the job market but on those jobs available in prison maintenance and State Use Industries.

E. Classification and Assignment Function

The purpose of the classification and assignment function is to place each inmate in an appropriate phase of the educational program and a job assignment (within or outside the institution) that will help him become a productive member of society. Ideally, the classification and assignment function places the right person at the right place at the right time.

The characteristics of the classification and assignment function in the model are--

- The classification and assignment function interrelates: characteristics of the inmate, minimum requirements for enrollment in various aspects of the education program, skill requirements for job assignments, and job requirements in the free community.
- Readily available information is maintained on: program openings in the institution, job openings in the institution and community, and job opportunities in the free community.

- This function includes a comprehensive and accurate diagnostic program designed to screen-in individuals.
- This component includes assessment of an inmate's needs initially performed at reception centers and modified as his needs change through his incarceration regardless of changes in institutions.
- The examination (manipulative, written, oral, performance or combination thereof) used in the diagnostic program are: (1) valid, (2) reliable, and (3) objective.
- The inmate has a good understanding of the options open to him before he makes a decision regarding his own educational program.
- Inmates participate in the classification and assignment process. A contract which details the responsibilities of all parties involved in the educational program is agreed upon between the inmate and the appropriate official(s). Each inmate remains in a given program until his contract is satisfied unless circumstances warrant a change. Contracting holds that all parties are accountable--the inmate to demonstrate achievement of certain competency levels while the institution provides the appropriate support services.

F. Education Promotion

The thrust of this function is to inform both the clients and the general public of the strengths, merits, and needs of the institutional education program.

The traits of this function are--

- Promotion is continuous; not crisis oriented.
- Promotion uses a variety of communication techniques.
- Promotion takes different forms for different target populations.
- Promotion couples the assistance of various agencies and organizations to a plan to increase communications with the public.

G. Student Recruitment

The student recruitment function identifies those who are in need of education through the Population Needs Analysis and encourages them through direct contact to enroll in the educational program.

The elements of this function are--

- Recruitment requires personal contact or outreach supported by the use of appropriate media.
- Recruitment and classification activities are conducted in harmony.
- Students are not recruited for a specific class, but to enter into a program leading to the elimination of their educational or vocational deficits.

H. Guidance and Counseling Service

A major purpose of the counseling and guidance service is to provide the inmate with assistance, encouragement, and feedback with respect to any aspect of his education-training

program and his development. This service is designed to interlink the inmate's education, vocational program, including work experience, his work assignment, his social adjustment, and his preparation for returning to the free community.

The traits of this function are--

- The counseling and guidance service has well-qualified educational counselors, people who are trained and experienced in this profession.
- The service provides information upon which the inmates make decisions for contracting.
- The service provides the inmate with accurate information regarding job opportunities open to him based on his interests as well as his progress or performance.
- Inmates are able to obtain useful local and statewide job market information.
- The counseling and guidance service is readily available to each inmate regardless of locale and continuous throughout the inmate's incarceration.
- There is continuity in the relation between the inmate and the counselor.
- The counseling service is particularly related to the classification and placement services.

I. Reward System

The reward system has a twofold purpose: (1) to help motivate inmates to participate in education and training and (2) to motivate them to perform well in the program.

The reward system has these characteristics--

- Motivation of inmates is accomplished primarily by reward rather than punishment.
- Emphasis is placed upon success experiences rather than failure experiences.
- Reinforcement is contingent upon the demonstration of the desired behavior.
- The quality and quantity of rewards are consistent with the quality and quantity of the learner's performance.
- Both immediate and long-range rewards are included in the system.
- The reward system appeals to the strongest motives of inmates (e.g., obtain more freedom, obtain financial gain, obtain license or apprenticeship, and obtain prestige).
- The nature of "good" performance is clearly understood by the learner.
- The system includes inmate self-evaluation and reinforcement.
- The rewards for performance in the program are sufficiently great to compete with the rewards for performance in other subsystems of the institution.

J. Program Planning

The aim of this component is to integrate the information

primarily from the population needs analysis, job market analysis, and job performance analysis.

The combined intelligence from the analyses is used to plan for the initiation of a comprehensive program of educational offerings.

Specifically, the charge to this component is to--

- Use the information generated from other sources to develop a comprehensive program.
- Consider the medley of ways educational programming can be delivered efficiently and effectively.
- Recognize the need for social education to present training in coping skills for successful adjustment upon return to society.
- Recognize the need for prevocational opportunities for students to explore different occupations.
- Provide flexible programming in terms of location and time (i.e., evenings, week-ends) for educational and vocational activities. Program planning for the model is not based on the length of time the student is in class but on the level of competency for which the student contracted.
- Examine equipment and facilities in terms of their educational service and student ecology.
- Examine architectural and nutritional determinants of behavior.
- Consider financial funding alternatives.

K. Curriculum Development, Resources, and Ancillary Services

The characteristics of this function are as follows:

For curriculum development--

- The curriculum content is organized into modules to facilitate participation through open entry into and open exit from the program.
- Curricula for vocational programs is incorporated into modules with these subsequent topical units:
  - (a) occupational practices and skills;
  - (b) related science, mathematics, and psychology;
  - (c) the tools, equipment, instruments, and materials;
  - (d) safety practices;
  - (e) terminology;
  - (f) customs of the trade; and
  - (g) physical capabilities.
- Advice and counsel on content for a module is sought from business and industry representatives.
- Curriculum development specifies for each of the units (a) instructional objectives; (b) student performance objectives; (c) teaching strategies; (d) related information and other resources, i.e., films and guest speakers; and (e) evaluation techniques.
- Curriculum development merges content on trade skills for an occupation with (a) related and basic education; (b) interpersonal or social relationships; (c) structure of the industry including economics, job acquisition

and maintenance; (d) and citizenship responsibilities.

- The curriculum is prepared for training in prison industries or maintenance for educational purposes. Industries and maintenance can support the educational effort; without becoming the educational effort.
- Work release and work furlough are vital elements of the curriculum package. These elements are also part of the reward system.
- Curriculum content is greatly influenced by the projections of job openings and opportunities in the free community.

For curriculum resources--

- Resources include textbooks, worksheets, supplies, facilities, and equipment.
- Curriculum resources, e.g., facilities, equipment, materials, and supplies, are identified and acquired as needed for each program.

For ancillary services--

- Provision is made for audio/visual and library services, inservice training for instructors, support, and supervisory personnel.
- Ancillary services, e.g., library materials, audio/visual equipment, and models that buttress the teaching-learning transactions, are identified and acquired as needed for each program.

L. Instruction

This function represents the culmination of the foregoing components. The instructor is the manager of resources which are used to educate students.

The characteristics of this function are--

- The instructor is qualified by trade and professional experience and certified by the accreditating agency of the state.
- The instructor maintains continuous contact with business and industry representatives.
- The instructor uses a variety of instructional techniques suitable to the content to be taught, to the degree of abstraction of the content, and to the learning style of the student. Students, by and large, should be taught as adults.
- A variety of techniques are used to evaluate the achievement of instructor and student objectives. Such evaluation is used to measure all of the content areas, e.g., basic education, social skills, trade skills, understanding economics and the industrial complex, and citizenship development. Students and instructors evaluate instruction.
- The instructor has full access to the information generated by the other components of the model.
- The instructor coordinates work release and work furlough activities with instruction.
- The instructor coordinates efforts with others as the student moves from one module to another.

M. Job Placement, Follow-Through, and Follow-Up

The purpose of the job-placement service is to assist the inmate in obtaining a job in the free community. The inmate's educational program, his work experience in the institution, and his overall capabilities are related to the job opportunities in the free community.

The responsibilities of the job-placement service are--

- It maintains detailed job market information by geographical region.
- It keys detailed information on each inmate likely to be seeking employment in the free community. (Parole date, work release, and classroom instruction are coordinated.)
- Job placement includes coordination of work release and work furlough with appropriate personnel.
- Job placement services take into account the various factors that might contribute to stabilizing the client in the free community.
- It has an efficient means for comparing profiles of inmates with profiles of job requirements.
- The service actively seeks employment for the inmate through its own efforts while obtaining assistance from other groups, e.g., National Alliance of Business.
- After placement, the service follows-through to see if the individual is receiving the appropriate support services. Services are provided where needed.

- The service conducts orientation for job supervisors who are located at the place of employment.
- The service conducts or assists in conducting follow-up studies of placements to determine the adequacy of both the preparation and placement service. This is primarily a data collection function.

N. Evaluation

The purpose of evaluation is to systematically examine all aspects of proposed or present programs in order to provide information for improving operations. Within a systems framework, any aspect of the system is subjected to independent or third-party evaluation.

The characteristics of evaluation in the model are--

- The evaluation component is designed to measure the degree to which the objectives of the model were achieved.
- Evaluation is performed on all aspects of the model and any related part of the system.
- Evaluation is diagnostic: it points up strengths and weaknesses of each aspect of the model.
- Evaluation instruments are valid, reliable, and objective.
- Evaluation is continuous. There is both self-evaluation and independent audits.
- Evaluation should complement research efforts.

- Cost-effectiveness data are provided for all significant aspects of the model.
- Each innovation introduced into the program carries with it a systematic evaluation component.
- The record-keeping procedure associated with evaluation is designed so that the information is comprehensive, well-organized, coded for computer use, easy to maintain, easy to retrieve by anyone needing such information, and standardized for all correctional institutions.

O. Strategic and Tactical Planning

Strategic planning is the process of determining through the use of information the major short- and long-range objectives, policies, and strategies that will govern the acquisition and disposition of resources to achieve major objectives. Results of evaluation and research are used to revise major objectives.

Strategic planning encompasses components A, B, C, D, I, and J. Such planning is continuous and rational; it obtains information from the appropriate components in order to provide alternative approaches to specific problems.

Tactical planning involves the other components. These are operational components; tactical planning is used to organize on a more intense time span operational activities.

The characteristics of strategic and tactical planning are--

- continuous
- used to implement a comprehensive correctional education model
- require a competent staff to administer
- require current, accurate information
- centralized with input from a variety of sources including inmates and ex-offenders
- interrelated strategic and tactical planning.

These fifteen components comprise a model for the conduct of education programs within the Maryland Division of Correction. Once implemented the model would have the following attributes:

(1) Education and vocational training are viewed as a comprehensive system whose parts are interrelated.

(2) All parts of the system are pointed toward the accomplishment of system objectives.

(3) System goals are detailed and supported by objectives that are specified in measurable terms.

(4) There is systematic short- and long-range planning for the management and operation of the correctional education model.

(5) Research on and evaluation of the system's performance takes place on a continuing basis.

(6) The model has centralized planning and management and decentralized operation.

SECTION III
ADMINISTRATION AND DELIVERY

To effectively administer a comprehensive correctional education program, some specific objectives must guide the development of the organization. In the Maryland Division of Correction (MDOC) the educational organization should be structured to be able to:

1. Provide inmates with educational opportunities. Educational goals for inmates of Maryland institutions should not be appreciably different than those of other educational organizations in the state. Services provided should have the same results as the total thrust of the state's educational community.

2. Provide for articulation. While some educational services are provided that are end results in themselves, most education leads to something further. The educational administration must be able to provide a career path for its clients to whatever is next, be it employment, further education, or satisfactory adjustment to future environment.

A fully articulated educational system is one that provides services that are matched and integrated regardless of where the student is situated. Educational services should begin when the inmate enters custody and be continuous throughout his tenure. It should provide continuity with programs upon release or parole.

3. Effective resource management. An organization must be so developed that it is able to identify, develop, obtain, and maximally utilize the resources necessary to provide every

educational opportunity available. Often it is not the lack of resources such as money, staff, or facilities that hinder program development, but the inability of the organization to effectively manage what resources are available.

4. Interact positively with other internal correctional functions. Not all operations in corrections have as the prime goal, education. The educational organization operating in corrections must be able to mesh its efforts into divergent functional areas without creating barriers to the success of either operation. Properly structured, education will enhance operations such as maintenance, industries, and other rehabilitative programs. The converse is also true, other correctional operations will enhance education.

5. Coincide with correctional goals. Corrections has numerous goals, but the most predominant one, the responsibility to the courts, has been translated into a single term, security. Education can and must be organized so that this responsibility is assumed as much by educators as by security personnel. This does not mean that education must be sub-serviant to security but that it must function within the confines established by security requirements.

Administrative Structure

Before looking at the specifics of an organizational structure, some general characteristics for the total education program need to be constructed.

Effective July 1, 1978 the fiscal responsibility for education in the Division of Correction will rest with the

State Department of Education. This should not mean that the current educational program, i.e., staff, supplies, and equipment, is merely shifted from the corrections budget to the state budget for education, but it rather indicates an opportunity to increase and improve the educational offerings to inmates. This can be accomplished if the MDOC maintains its current budget for education and funds from the Maryland State Department of Education (MSDE) are used to build upon current efforts.

The most effective way to accomplish this added programming is to develop the organization in such a manner that MDOC positions are used to support efforts unavailable through other means providing a core educational support staff. Community college programs can be established to carry a heavy burden of a wide variety and scope of program offerings, thus releasing current Maryland Division of Correction personnel to strengthen programs unavailable through college channels. For example, Title I, libraries, student testing and similar activities would be conducted by MDOC staff. Likewise, vocational program positions that can be replaced with community college instructors would be shifted to teaching jobs created within State Use Industries (SUI) to enhance training in that sector.

Following these general propositions, a delivery system can be developed along the lines graphically displayed in the accompanying organizational chart (figure 1). It should be noted that this chart shows functions of education and is not intended to propose a staffing pattern. Some model components

MARYLAND DIVISION OF CORRECTION PROPOSED ORGANIZATION CHART
SHOWING EDUCATIONAL FUNCTIONS TO IMPLEMENT MODEL

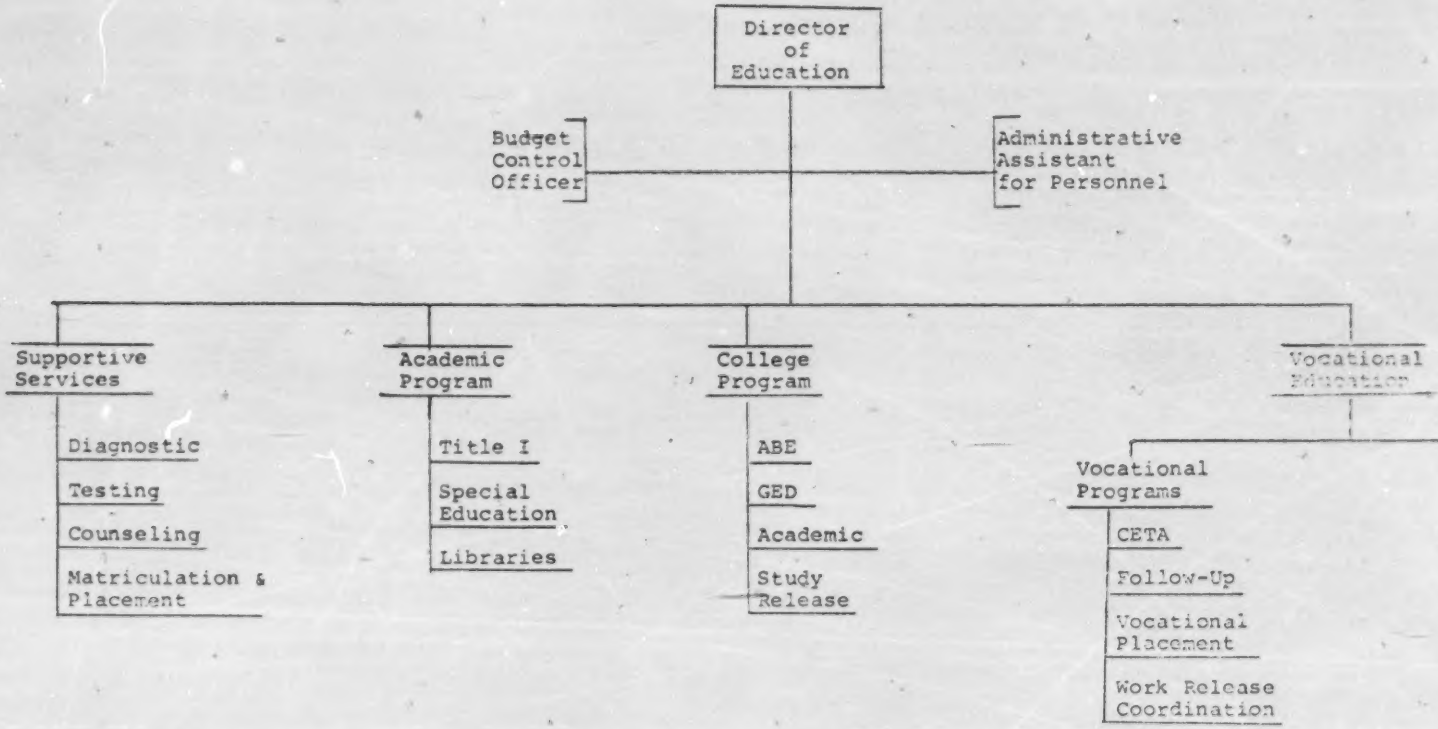

FIGURE 1

overlap and thus some staff positions would likely perform functions within more than one component, e.g., the classification component and the counseling component.

This structure would be able to effectively produce and manage all of the model components described earlier. Additionally, it would be capable of meeting the five major objectives necessary for effective administration.

Financing and Resources

The attached financial statement (figure 2) shows the status of budgeted funds for education in the MDOC. Two points need to be clarified about the financial statement. First, even though funds are initially budgeted for operations of educational programs, rising costs and unexpected expenditures often require that educational funds be actually spent for items not devoted to education. This is necessary, particularly in times of economic stress when expenditures are absolutely necessary to meet conditions occasioned by needs of a higher priority, e.g., food, medicine, and security for inmates. Some changes will be necessary in this practice to comply with the provisions of House Bill 973. The law states in part "Funds appropriated for educational programs in correctional institutions may not be diverted, by budget amendment or otherwise, to any other purpose."

The second point is that while present practice is to budget educational funds on an institution by institution basis, effective educational administration will require some central office control over these funds. The ability to manage financial resources must rest with those who also plan, develop, and administer programs. The necessity exists to develop budget control so that resources may be directed at the point of greatest need rather than allocating to a specific institution without the ability to transfer funds.

DIVISION OF CORRECTION
ACADEMIC - VOCATIONAL/EDUCATION BUDGET

FY 1976

Institution	Academic # Positions	Amount	Opert. Budget	Sub Total	Vocational # Positions	Amount	Opert. Budget	Sub Total
Hqs.	4	$59,667	-	$59,667	-	-	-	-
MHC	7	120,862	13,680	134,542	-	-	53,000	53,000
MP	8	122,954	10,880	123,822	-	-	4,300	4,300
MCI-H	34	506,286	12,000	518,286	11	168,030	6,200	174,230
MCI-W	2	28,897	2,000	30,897	1	10,012	6,200	16,212
Camps	9	136,807	6,000	142,807	-	-	-	-
Totals	64	$965,461	$44,560	$1,010,021	12	$178,042	$69,700	$247,742

FY 1977

Institution	Academic # Positions	Amount	Opert. Budget	Sub Total	Vocational # Positions	Amount	Opert. Budget	Sub Total
Hqs.	5	82,240	-	82,240	-	-	-	-
MHC	8	125,285	10,672	135,957	1	9,473	9,500	18,973
MP	7	97,127	6,430	103,557	-	-	800	800
MCI-H	31	460,509	11,000	471,509	11	168,532	6,200	174,732
MCI-W	3	40,159	1,297	41,456	1	10,601	1,466	12,067
Camps	9	138,347	3,685	142,032	-	-	-	-
Totals	63	$943,667	$33,084	$976,751	13	$189,606	$17,966	$206,572

FIGURE 2

SECTION IV
ASSESSMENT OF THE MODEL

The previous sections of this report have described a correctional education model and an administrative structure that can effect proper delivery of its components. In order to evaluate this model and delivery system certain evaluative criteria or standards can be used as a guide. Eight standards that can be used to critique this system from another viewpoint are described. An administrative structure for corrections education programs should address these standards to the maximum degree possible.

The Standards

Standard I: Program Stigma - the ability of the program to avoid negative labels attached to this particular sub-group of the general population.

Application of this criterion precludes the creating of programs for corrections education clients that would serve to further isolate them from the regular education community. Therefore, it is necessary that:

- corrections education clients have access to the state's resources in a form that minimizes visibility,
- avoids programs designed exclusively for corrections clients, and
- is equated with those offered to the state's general education population.

Standard II: Credentialing - the ability of the program to negotiate and deliver a comprehensive breadth and scope of legitimized licensing and credentialing.

Credentialing is of critical importance in this society for determining an individual's access to work and economic independence. Credentialing should offer the three following elements:

- Marketability - An evaluation of the marketable value of the education experience and the credential that certifies successful completion.
- Vertical Mobility - The value of the education experience and related certification, in support of future advancement to higher pay, prestige, status, diversity of work, greater responsibility, etc.
- Horizontal Mobility - Breadth of education experience will prepare and credential the individual for work in an entire field rather than more narrowly defined preparation to a particular task.

Prison inmate populations suffer gross education inadequacies with the resultant economic vulnerability. All too frequently, the attempts that are made to adequately educate the prison inmate are accompanied by credentialing that is limited and stigmatized. Limited and stigmatized credentials serve to isolate rather than enhance choice and success.

At the present time, a broad range of credentialing sources and procedures exist in the public education system. These include:

- Secondary system which provides high school diplomas and the GED
- Proprietary schools which offer certification
- Apprenticeship training which offers certification and licensing
- Community College system which offers the broadest range of choices for credentialing including the GED, adult high school diplomas, Vocational and Paraprofessional Certification, AA degrees and access to four-year higher education institutions.
- Four-year Higher Education system which offers university baccalaureate and graduate and professional degrees.

Credentialing for corrections clients has been limited to GED and Vocational-Paraprofessional certification through education programs administered by the Corrections Division. In addition, higher education offerings have been available that provide accessibility to college credentialing. It is unlikely that the Corrections Division could provide credentials equated with those available in the larger society.

To maximize the clients' success upon release from incarceration, probation or parole, credentials that compete favorably in the job market are necessary. An administrative structure is needed that is capable of delivering non-stigmatized credentials.

Standard III: Maximum Use of Existing Education Resources - ability to maximize the use of the state's existing resources for comprehensiveness and flexibility.

Program comprehensiveness is possible if the ability to draw upon a wide variety of existing public and/or private education resources exists. Flexibility is necessary to use those resources to meet the education, psychological and social needs of the widely divergent client population on an individual or group basis.

Standard IV: Education System Impact - the program potential for becoming an established part of the existing education system.

For realizing success it is necessary that corrections education programs become an established part of the state's education system. The education community must be committed to the state's responsiblity to educate all of its citizens and be prepared to fulfill this commitment with whatever resources it is capable of delivering. Without total commitment, the programs will enjoy no political advocacy. The result is a tentativeness and vulnerability that preclude success.

Standard V: Corrections Input - the ability to maximize education opportunity for corrections clients that is compatible with present and/or future

Corrections Division policy that might affect education policy.

All of the administrative structuring being considered here would necessarily require adjustments in policy in the Corrections Division, with the exception of maintaining the programs as they presently exist. What is in question here is the degree of control and input that the Corrections Division will have if the existing structure is to be altered.

Standard VI: Potential for Community-Based Corrections Education - the ability to meet the changing clients' needs based on nationwide trends toward community-based corrections systems.

The current trend in corrections policy is to provide community-based corrections facilities and rehabilitation efforts. An administrative structure for corrections education programs is needed that is compatible with this trend. This requires statewide education resources and facilities and access to them for corrections education clients.

Standard VII: Financial Consideration - the ability to draw upon sources of funding adequate for initiating and maintaining new corrections education programs.

A wide variety of funding sources for education programs is available and should be carefully considered when weighing the advantages and disadvantages of a potential administrative

structure. At the present time, corrections education programs have minimal access to educational financial support. For successful implementation and maintenance of recommended programs, substantial additional funding is essential.

An attempt is being made in this study to determine the administrative structuring that is capable of negotiating and delivering maximum funding support for corrections education programs.

Standard VIII: Evaluative Mechanisms - the ability of the administrative structure to facilitate the evaluation of corrections education programs.

Administrative responsibility for corrections education programs requires a mechanism built in for evaluation. In order to deliver education services that are responsive to the needs of the client, continuing evaluation in three areas is necessary.

- Program Performance-Contract Evaluation: A first level of evaluation consists of program accountability. Are the programs doing what they set out to do, i.e., serving number of clients, providing specified hours of instruction, etc.
- Effectiveness Evaluation: A second concern in evaluation has to do with the effectiveness of the activities undertaken. Are the programs producing the desired outcomes they set out to accomplish? Such evaluations are amenable to the utilization of traditional experimental

designs, which seek to establish the degree to which the given activity has brought about an improvement in specified performance criteria.

- Continuing Needs Assessment: Client and staff needs must be continually assessed in order to make decisions for development of new programs. New programs should evolve out of a systematic evaluation and review process that identifies needs out of problematic features of on-going activity.

Application of the Standards

Using the eight standards as a measuring tool, the model has been examined to see how well it can provide services to meet those standards. Perhaps a better measure would be to evaluate each component once it is operational to see to what degree it meets applicable standards. Some initial observations are necessary at this point to determine how the future implementation of the model would compare with such standards.

The following predictions can be used to assess the model's efficacy:

Standard I - Program Stigma

- Labeling and stigma are not inherent in the model.
- The model has the ability to contract with a large variety of sources that are not labeled and stigmatized, e.g., community colleges, CETA.
- The above two do not preclude stigma arising from the creation of special programs nor from programs in State Use Industries.

Standard II - Credentialing

- The model can coordinate and negotiate delivery of unstigmatized credentials, e.g., ABE and GED certificates from community colleges.
- Credits given by MDOC programs are transferred to unstigmatized credentialed programs.
- Credentials issued through SUI programs would not totally escape stigma.

Standard III - Maximum Use of Resources

- The model can deliver a fairly comprehensive range of offerings from public and private sources statewide, including community colleges, higher education institutions (public and private) and proprietary schools.
- The widest range of funding sources are available including MDOC budget financing, MSDE budget financing, Title I, CETA, vocational funds, and others.
- The ability to effectively manage other resources such as facilities, instructional materials, etc., is inherent in the model.

Standard IV - Education System Impact

- The model can create programs and integrate students into established education systems.
- It can effectively coordinate statewide education resources, a necessity for establishing corrections education release programs as part of existing education systems.

- Although when fully implemented the model is considerably invulnerable to political change, the program could be jeopardized if the necessary support and commitment were not maintained from the state's funding sources and the educational community.

Standard V - Corrections Input

- The Educational Corrdinating Council for Correctional Institutions established in House Bill 973 should establish the necessary administrative links to insure corrections input.
- Potential conflicts are inherent in any model of correctional education. Conflicts will have to be negotiated and resolutions mandated.

Standard VI - Potential for Community-Based Education

- The model can meet client needs by accomodating trends toward community-based corrections systems with its access to statewide resources and contacts.
- The model will provide for educational mobility from institutionalization to community-based settings and on to parole or release.

Standard VII - Financial Consideration

- This system should provide for greatly expanded program offerings for inmates through the two major sources of funding, i.e., the corrections budget and funds from the MSDE.
- A tendency will exist to merely shift funding from the

corrections budget to SDESE which would result in little or no improvement over present program status.

- The model will provide for the widest array of additional funding resources including Student Financial Aid.

Standard VIII - Evaluative Mechanisms

- The necessary components are contained in the model for competent on-going assessment of needs and evaluation of programs.
- The evaluative process would be severly hampered if all of the model components were not fully established. The planning components are equally as vital to success as are the operational components.

SECTION V
PLAN OF ACTION

Introduction

Merely developing a model which descibes needed services is not adding much to the existing status except providing a future goal. Any plan that is practical must first establish goals and then proceed to develop the strategy for achieving those goals. This project has described briefly those educational services that should be provided incarcerates in Maryland. It has outlined how the administrative structure might function in delivering those services. This section will delineate the steps necessary to reach those goals.

Scope of Work

Each of the components of the model described in Section II must be fully described including:

--Goals and objectives of each component

--Methods of operations

--Staffing

--Resources and budget requirements

--Time schedule

The complete descriptions must come from several frames of reference. They must be placed within the context of "education in the correctional setting." Educators alone cannot properly describe the components nor can correctional staff perform this task alone. Input must come from both sectors. Since these components can affect operation in areas not

solely educational in nature, expertise must come from the operational arena. Also, institutional operations vary from one locale to another requiring input from every point of operation. Certainly the point of view of the users of the service, the inmates themselves, should be included.

Approach

The Educational Coordinating Council for Correctional Institutions established in House Bill 973 should be constituted as soon as possible. Under the guidance of this council, an overall task force should be created with representation from the various desired frames of reference described earlier. With the task force providing initial direction and process review, small task groups should be created with their primary focus on individual components of the model. These groups should schedule regular work sessions and develop the detailed descriptions of the components.

Some coordination of work will be necessary between groups due to some overlap inherent in the components, e.g., (E) classification and assignment function, and (H) guidance and counseling service. Subsequent review and coordination would rest with the task force. Final review of results would be by the Coordinating Council.

Task Development

Following a simple method of task analysis, each component can be broken down to the detail necessary for implementation. As this process is followed, alternatives for decision making will emerge.

As these decision points are identified, the information with which decision makers can make judgements can be provided. Although much of the task breakdowns can be accomplished by individuals working alone, the appropriateness of the tasks to be accomplished can only be insured through joint efforts.

Summary

Much of what needs to be done is being done. A great deal of work is yet to be done. It is not difficult work and the expertise to accomplish it is available. This proposed plan of action can be accomplished in a relatively short period of time.

Once it is completed, the MDOC and the MDSE will have a detailed handbook to follow for the conduct of educational programming.

This report has presented a model for correctional education in Maryland. It has outlined a functional administrative structure to effectively deliver that model, and it has outlined a plan of action for implementation.

Once this plan is accomplished, Maryland can boast of providing a high level of educational services for inmates of the Maryland Division of Correction.

APPENDIX

SEC. 218 CORRECTIONAL INSTITUTIONS

(A) There is an Educational Coordinating Council for Correctional Institutions under the jurisdiction of the Department of Public Safety and Correctional Services which, for administrative and budgetary purposes, is within the State Department of Elementary and Secondary Education.

(B) The Council consists of the following members:

(1) The State Superintendent of Schools, who shall be the chairman;

(2) The Commissioner of Correction;

(3) The Executive Director of the State Board for Community Colleges;

(4) One County Superintendent of Schools from a county in which a correctional institution within the Division of Correction is located, who shall be selected from time to time by the State Superintendent and

(5) One public member, appointed by the Governor for a term of four years.

(C) The members of the Educational Coordinating Council for Correctional Institutions shall proceed to develop and recommend an educational program to be conducted in each correctional institution within the Division of Correction to take account of the special needs and circumstances of the inmates in the institution. The Council shall make its report before July 1, 1977, and thereafter before July 1 of each year to the Governor and the General Assembly.

(1) The members shall not receive compensation for their duties, but their traveling and other necessary expenses incurred in attending the meetings and transacting the business of the board shall be paid in accordance with the standard travel regulations.

(2) The State Department of Education shall provide technical and clerical assistance and support to the Council.

(E) From and after July 1, 1978, funds for the operation of the educational programs in correctional institutions shall be as provided in the state budget for the State Department of Elementary and Secondary Education. However, the Department of Public Safety and Correctional Services and other state agencies may contribute to these programs, as provided in the state budget. Funds appropriated for educational programs in correctional institutions may not be diverted, by budget amendment or otherwise, to any other purpose.

(F) From and after July 1, 1978, the Secretary of Public Safety and Correctional Services shall appoint a Director of Educational Programs within the Department of Public Safety and Correctional Services, who shall receive the salary provided in the state budget for the Department of Public Safety and Correctional Services. This person is responsible for

the appropriate implementation and operation of the educational programs in correctional institutions as developed by the Council, and shall meet with and advise the Council with respect to these programs. He shall superintend these programs in consultation with the Commissioner of Correction and the respective wardens of the institutions.

FOOTNOTES

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